



Ontario

Ministry of  
Transportation and  
Communications

Research and  
Development  
Division

# Staggered Hours Final Evaluation

## Queen's Park Demonstration

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## SUMMARY

*This report summarizes the final evaluation of the Staggered Hours Demonstration which involved approximately 11,000 Ontario public servants working at the Queen's Park complex in Toronto. The demonstration commenced on October 29, 1973. An interim evaluation was made five months after implementation [1].*

*The assumption that staggered work hours would reduce and distribute the peak loading of transportation facilities over a longer period of time was confirmed. Survey results showed that an increased percentage of employees arrived at or before 8:00 a.m. and after 9:00 a.m. The peak distribution shifted from the period between 8:00 and 8:30 a.m. to that between 7:45 and 8:00 a.m. In addition, employees' use of car pools increased slightly rather than decreased as was anticipated.*

*One-third of employees reported that their travel time had been shortened and approximately the same number described their travel as more comfortable and convenient.*

*The majority (91 percent) of employees expressed a favourable overall reaction to the demonstration. A somewhat more favourable response was shown by employees travelling during off-peak travel periods compared with those travelling during peak hours.*

*Work conditions remained generally the same for both supervisory and non-supervisory employees. Both groups reported significant improvements in specific areas of the work environment. Non-supervisory employees reported a significant improvement in quiet time and in their sense of efficiency and job satisfaction. Only a small number (15 percent) expressed some difficulty in contacting people. Supervisors reported a significant improvement in quiet time as well as staff independence, punctuality and absenteeism. A few supervisors felt they were working longer hours.*

*The final evaluation indicated that the Staggered Hours Demonstration Project has been highly successful. It is recommended, therefore, that the new work schedules be continued and extended to all Ontario public servants in the Queen's Park area. Further considerations and recommendations are made in the report.*

## CONTENTS

### INTRODUCTION/1

#### IMPACT OF DEMONSTRATION ON TRANSPORTATION SYSTEM/1 Travel Surveys/1

#### IMPACT OF DEMONSTRATION ON EMPLOYEES' TRAVEL TO AND FROM WORK/4 Travel Modes/4 Travel Time/4 Travel Comfort and Convenience/5 Other Findings/9

#### OVERALL REACTION TO THE DEMONSTRATION/10 Factors Influencing Employees' Reactions/10

#### CHANGES IN WORK SCHEDULES/11 Types of Work Schedules/11 Schedules in Operation/12 Desired Changes in Work Schedules/14 Lunch Hour/14 Other Findings/14

#### IMPACT OF DEMONSTRATION ON EMPLOYEES' WORK HABITS AND ENVIRONMENT/15 Other Findings/15 Impact of Demonstration on Supervisory Duties/18 Other Findings/19

### RECOMMENDATIONS/20

### ACKNOWLEDGEMENTS/20

### REFERENCES/20

### APPENDIX A: QUESTIONNAIRE/21

### APPENDIX B: SAMPLE CHARACTERISTICS/28

### APPENDIX C: COMMENTS/31





INTRODUCTION

The principal aims of the final evaluation of the Staggered Hours Demonstration were:

- a/ to study the effects of the altered work schedules on rush hour congestion within the transportation system, employees' travel to and from work, and employees' work and work environment; and,
- b/ to compare the final results with those obtained in the interim study [1].

Two questionnaires, a two-part questionnaire<sup>1</sup> and a morning and evening travel survey provided the major sources of data upon which this final report is based. Both questionnaires were distributed by ministry and agency representatives to a random sample of 4,576 Queen's Park employees<sup>2</sup>.

Part I of the two-part questionnaire was completed by both supervisors and non-supervisory employees. In addition, supervisors were asked to complete Part II.

IMPACT OF DEMONSTRATION ON TRANSPORTATION SYSTEM

Travel Surveys

In the spring of 1973, the Ontario Ministry of Transportation and Communications conducted a travel survey of government employees in and around the Queen's Park complex. The objectives of this survey were:

<sup>1</sup> Appendix A.  
<sup>2</sup> Appendix B gives details of sample characteristics.

- a/ to determine the feasibility of a staggered hours demonstration at Queen's Park; and,
- b/ to establish the existing travel characteristics associated with the journey to and from work for all government employees in the Queen's Park area.

Details of this survey are presented in the *Staggered Hours Demonstration Report No. 2*. [2]  
A follow-up travel survey was conducted in April 1974. [3] The objectives of this survey were to evaluate the Staggered Hours Demonstration Project with the following considerations:

- a/ comparison of employees' journeys to and from work before and after the demonstration; and,
- b/ the establishment of the effects of a staggered work hours schedule on the rush hour congestion.

(The public transit demand of employees in the Queen's Park complex is a small percentage of total passenger volumes in the area and as such does not have a major significance in influencing the overall facility usage at peak hours.)

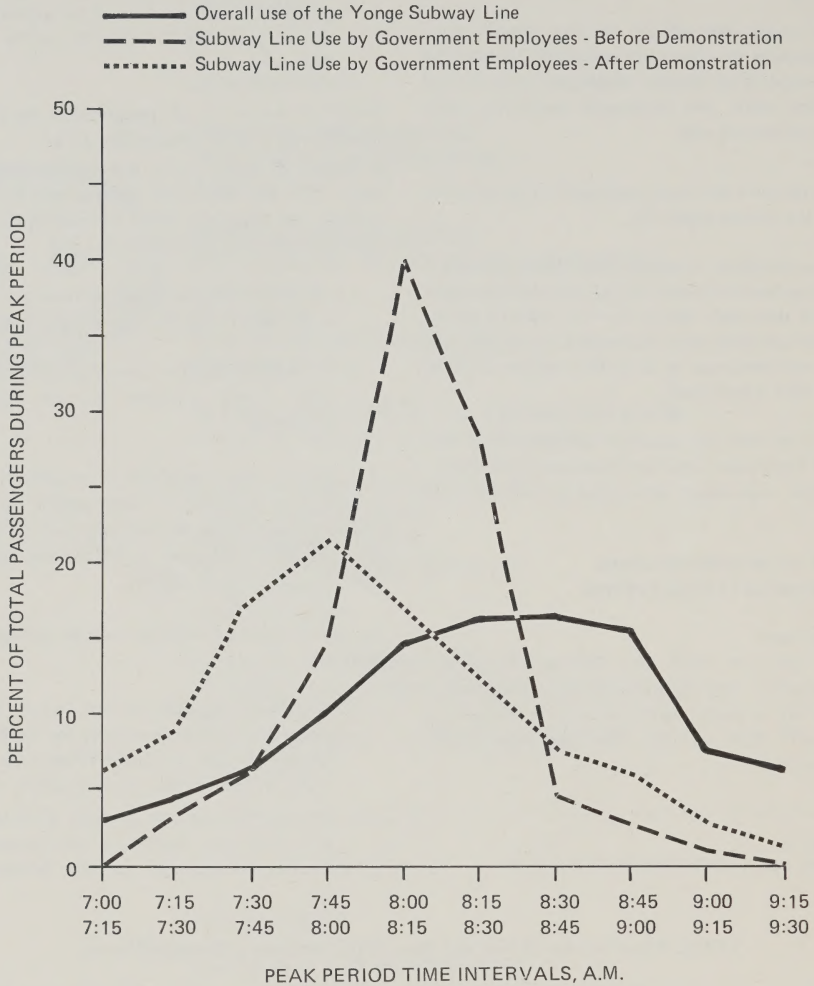
The most significant changes may be summarized as follows:

- a/ There was a shift in the travel peak of government employees using the public transit facilities serving the Queen's Park area (Figures 1 and 2). Before the demonstration, the peak distribution occurred between 8:00 and 8:30 a.m. After six months of the program, the distribution appeared to peak between 7:45

TABLE 1/Car Pool Use Before and After Implementation of Staggered Hours

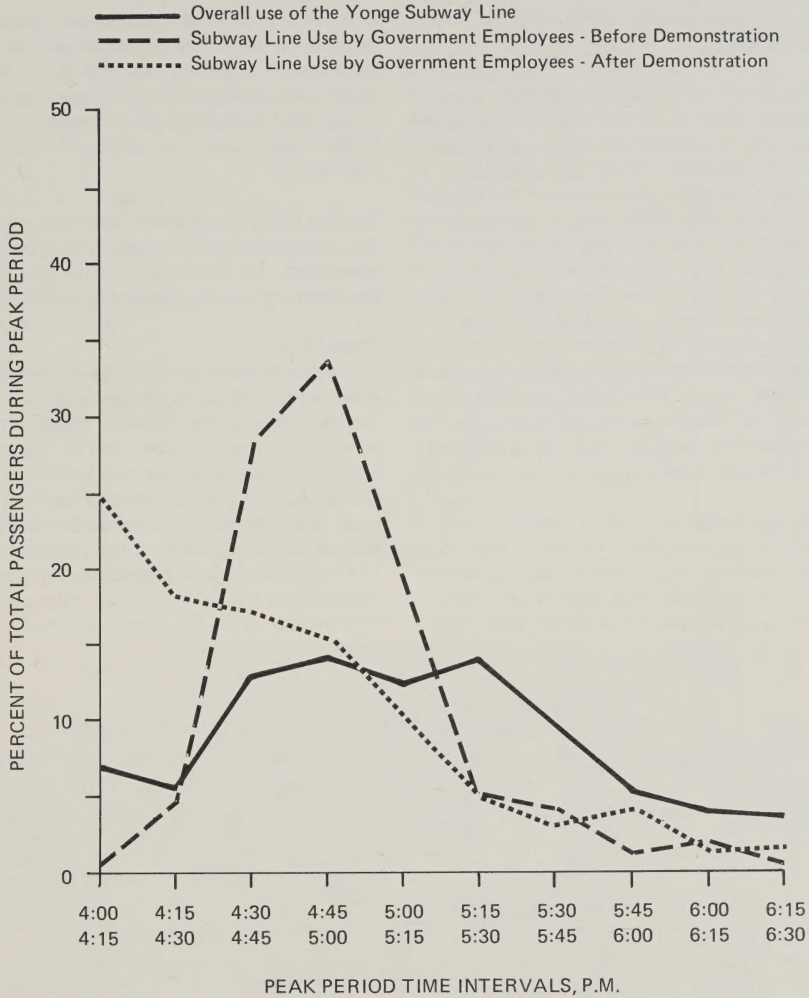
	In Car Pool After		Not in Car Pool After		Total Before	
	No. Responses	%Total	No. Responses	% Total	No. Responses	% Total
In Car Pool Before	66	13.92	7	1.48	73	15.40
Not in Car Pool Before	16	3.38	385	81.22	401	84.60
Total After	82	17.30	392	82.70	474	100.00

FIGURE 1/Fifteen Minute Variations in the Use  
of the Yonge Subway Line, A.M.



Figures 1 and 2 represent the peaking characteristics of passenger loading on the Yonge Subway Line, as well as government employees' use of this line in the morning and evening peak periods as observed in the 1973 and 1974 travel surveys.

**FIGURE 2/Fifteen Minute Variations in the Use  
of the Yonge Subway Line, P.M.**



*Peak use by government employees in 1973 corresponded closely with the overall use of the facility. The 1974 survey indicated, however, that the government employee peak flattened and shifted away from the peak period use of the Yonge Subway Line.*

*Source: Staggered Hours Demonstration Queen's Park  
Employee Travel Surveys, July 1974.*



and 8:00 a.m., with more people travelling prior and considerably fewer travelling during the former peak. The peak distribution in the afternoon also spread over a longer time because more people were leaving prior to the former peak.

b/ The use of car pools increased from 15 to 17 percent (Table 1). It was originally anticipated that the implementation of staggered hours would adversely affect the formation of existing car pools, but it appears that this fear was unfounded. Only seven employees (1.48 percent of those who responded) abandoned car pools after implementation of staggered hours. In fact, more than twice as many employees joined car pools following the implementation of staggered hours than those who discontinued car pools during that period. (Several factors other than staggered hours must be considered as influences on the increased car pool use, e.g., the energy crisis and the cost of gas.)

c/ The percentage of reported reasons for late or early arrival and departure which referred to the need to avoid traffic, subway, bus, or elevator congestion was much lower after the demonstration than it was before (Table 2).

## IMPACT OF DEMONSTRATION ON EMPLOYEES' TRAVEL TO AND FROM WORK

### Travel Modes

Employees were asked to state their modes of travel to work. A summary of the most frequently reported travel modes appears in Table 3. A comparison of public versus non-public travel modes indicates that at least 71.3 percent of surveyed employees travelling to the Queen's Park area use some form of public transportation.

One aim of this study was to determine the effects of the demonstration on employees' commutation experiences. For example, how do people perceive the length and quality of their trip to and from work?

### Travel Time

Figure 3 compares the morning and evening travel times before and after the implementation of the Staggered Hours Demonstration. Approximately 31 percent of employees stated that the length of their morning travel time and evening travel time had been shortened. (The average estimated saving in morning travel time for 688 employees was 10.5 minutes. The average estimated saving in evening travel time was 11.5 minutes.) Only 3.2 percent of the employees reported that they spent a longer commuting time in the morning, while 8.7 percent reported spending a

TABLE 2/Reported Reasons for Late or Early Arrival and Departure \*

Reasons	Early or Late Arrival to Work		Early or Late Departure from Work	
	% Before	% After	% Before	% After
To Avoid Traffic Congestion	15.8	10.2	11.8	7.9
To Avoid Subway/Bus Congestion	20.4	14.1	23.2	16.6
To Avoid Elevator Congestion	1.5	0.7	6.7	1.3
To Get a Parking Space	0.6	1.6	—	—
To Allow for Unexpected Delay	11.1	20.6	—	—
To Work Early/Late	10.9	13.2	33.5	43.0
Dependent on Public Transport Schedule	18.2	20.9	4.5	7.8
Dependent on Ride with Person Working in Complex	1.1	0.9	1.1	1.1
Dependent on Ride with Person Not Working in Complex	5.1	4.5	4.2	3.4
To Wait for or Pick up/Drop off Passengers	0.9	0.9	2.8	2.3
Other	14.4	12.4	12.2	16.6

\*Source: Queen's Park Employee Travel Survey, July 1974.



longer commuting time in the evening. The majority of changes ranged between one to fifteen minutes for both the increases and decreases in travel time.

### Travel Comfort and Convenience

In order to measure employees' satisfaction with morning and evening travel, employees were asked to compare the comfort and convenience of their current travel arrangements with those prior to the demonstration (Figure 3).

#### a/ Morning Travel/Staggered Hours

More than half the employees (61.6 percent) commencing work between 7:00 and 8:00 a.m. reported their morning travel to be more comfortable, whereas 3.6 percent found their travel less comfortable (Table 4).

Travelling was more comfortable for 30.3 percent of employees commencing work between 8:01 and 9:00 a.m. (i.e. peak travel period), but less comfortable for eight percent.

Sixty percent of employees commencing work after the peak travel period (9:01 to 10:00 a.m.) were more comfortable in their morning travel. Only 3.4 percent experienced less comfortable travel.

**TABLE 3/Most Frequently Reported Modes of Travel**

Travel Modes	Percent of Respondents
Bus/subway	32.2
Drive a car	12.6
Subway	11.6
Walk all the way	4.4
Passenger in a car	4.1
Bus	3.7
Subway/streetcar	3.4
Subway/drive a car	3.2
Streetcar	2.8
Bus/streetcar	2.6
Subway/bus/passenger in a car	2.6
Subway/bus/drive a car	2.3
Bus/subway/streetcar	1.9
Go-train and other modes	4.4
Dial-a-bus and other modes	0.5
Other modes and combinations of modes	7.6
Total	100.0*

\*(N=2892)



*Nearly 72 percent of the government employees surveyed used some form of public transportation in travelling to and from Queen's Park.*



*Morning travel was more comfortable for more than half of all staggered and flexible hour employees travelling between 7:00 and 8:00 a.m.*

**TABLE 4/Comparison of Morning Travel Comfort for Employees  
on Staggered and Flexible Hours and on Unchanged Schedules**

<b>STAGGERED HOURS</b>				
<b>Commence Work at</b>	<b>More Comfortable</b>	<b>Less Comfortable</b>	<b>Same</b>	<b>Total</b>
7:00-8:00 a.m.	674 (61.6%)	39 (3.6%)	381 (34.8%)	1094 (100%)
8:01-9:00 a.m.	226 (30.3%)	60 (8.0%)	461 (61.7%)	747 (100%)
9:01-10:00 a.m.	64 (72.7%)	3 (3.4%)	21 (23.9%)	88 (100%)
<b>FLEXIBLE HOURS</b>				
<b>Commence Work at</b>	<b>More Comfortable</b>	<b>Less Comfortable</b>	<b>Same</b>	<b>Total</b>
7:00-8:00 a.m.	138 (60.0%)	—	92 (40.0%)	230 (100%)
8:01-9:00 a.m.	101 (32.9%)	18 (5.9%)	188 (61.2%)	307 (100%)
9:01-10:00 a.m.	38 (70.4%)	1 (1.9%)	15 (27.7%)	54 (100%)
<b>UNCHANGED SCHEDULES</b>				
<b>Commence work at</b>	<b>More Comfortable</b>	<b>Less Comfortable</b>	<b>Same</b>	<b>Total</b>
7:00-8:00 a.m.	10 (30.3%)	1 (3.0%)	22 (66.7%)	33 (100%)
8:01-9:00 a.m.	18 (11.2%)	16 (9.9%)	127 (78.9%)	161 (100%)
9:01-10:00 a.m.	1 (100%)	—	—	1 (100%)



**b/ Morning Travel/Flexible Hours**

The response of employees on flexible hours regarding morning travel reflected a similar pattern to those on staggered hours; that is, commuting was more comfortable for off-peak travellers. The only indication of a less comfortable morning trip was given by those commencing work between 9:01 and 10:00 a.m. (1.9 percent of cases).

**c/ Morning Travel/Unchanged Schedules**

Employees who did not change their work hours

generally found morning travel to be the same after as before the demonstration (Table 4).

**d/ Evening Travel/Staggered Hours**

Employees commencing work between 7:00 and 8:00 a.m. felt that evening travel was more comfortable in 58.3 percent of cases and less comfortable in 7.3 percent (Table 5).

For employees beginning work between 8:01 and 9:00 a.m., 28.8 percent indicated evening travel was more comfortable and 13.1 percent less comfortable.

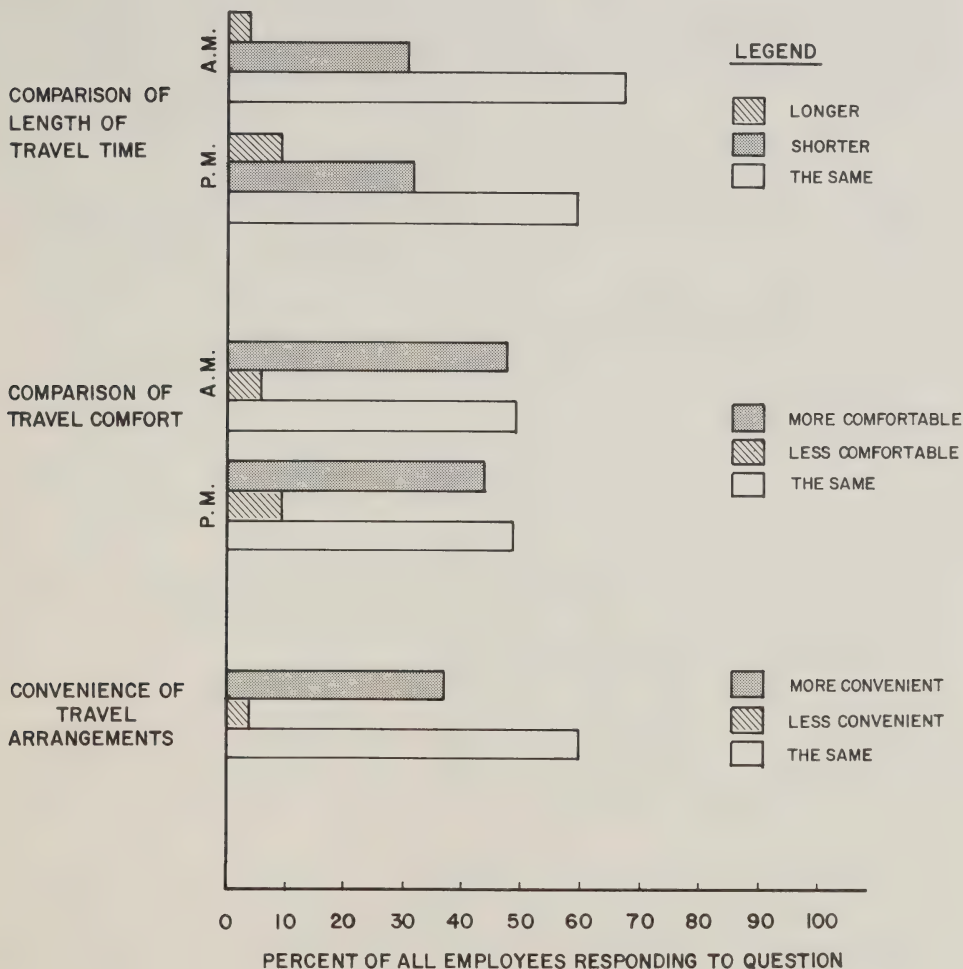


FIGURE 3/Relative Changes in Travel Time, Comfort and Convenience

Of employees starting work after the peak period (9:01 to 10:00 a.m.), 59.8 percent considered evening travel more comfortable and eight percent found it less comfortable.

e/ Evening Travel/Flexible Hours

The responses of employees on flexible hours reflected a similar pattern to those on staggered hours. For 54.3 percent of employees commencing work between 7:00 and 8:00 a.m., evening travel was more comfortable, but 4.7 percent reported that it was less comfortable.

For employees starting work in the peak period (8:01 to 9:00 a.m.), 30.4 percent found evening travel more comfortable, and 6.6 percent less comfortable.

Sixty percent of employees beginning work after the peak period (9:01 to 10:00 a.m.) had more comfortable evening travel and 5.5 percent had less comfortable travel.

f/ Evening Travel/Unchanged Schedules

The majority of employees who did not change their starting time found their evening travel comfort to be the same as prior to the demonstration (Table 5).

In summary, an improvement in morning and evening travel was perceived by more than half of the employees commencing work in off-peak periods (7:00 to 8:00 a.m. and 9:01 to 10:00 a.m.). Slightly more than one quarter of the employees commencing work during peak travel hours indicated more comfortable evening travel. There were relatively few employees who experienced less comfort.

g/ Travel Convenience/Staggered Hours

A comparison of current travel arrangements with those before the commencement of the Staggered Hours Demonstration is presented in Table 6.

Of those employees commencing work between 7:00 and 8:00 a.m., 45.6 percent indicated more convenient travel arrangements and 4.5 percent less convenient.

For employees commencing work between 9:01 and 10:00 a.m., the figures are 57.9 percent (more convenient) and 8.0 percent (less convenient).

h/ Travel Convenience/Flexible Hours

Employees commencing work between 7:00 and 8:00

TABLE 5/Comparison of Evening Travel Comfort for Employees on Staggered and Flexible Hours and on Unchanged Schedules

STAGGERED HOURS				
Commence Work at	More Comfortable	Less Comfortable	Same	Total
7:00-8:00 a.m.	635 (58.3%)	80 (7.3%)	374 (34.4%)	1089 (100%)
8:01-9:00 a.m.	215 (28.8%)	98 (13.1%)	434 (58.1%)	747 (100%)
9:01-10:00 a.m.	52 (59.8%)	7 (8.0%)	28 (32.2%)	87 (100%)
FLEXIBLE HOURS				
Commence Work at	More Comfortable	Less Comfortable	Same	Total
7:00-8:00 a.m.	127 (54.3%)	11 (4.7%)	96 (41.0%)	234 (100%)
8:01-9:00 a.m.	92 (30.4%)	20 (6.6%)	191 (63.0%)	303 (100%)
9:01-10:00 a.m.	33 (60.0%)	3 (5.5%)	19 (34.5%)	55 (100%)
UNCHANGED SCHEDULES				
Commence Work at	More Comfortable	Less Comfortable	Same	Total
7:00-8:00 a.m.	9 (27.3%)	—	24 (72.7%)	33 (100%)
8:01-9:00 a.m.	13 ( 8.1%)	29 (18.1%)	118 (73.8%)	160 (100%)
9:01-10:00 a.m.	1 (100%)	—	—	1 (100%)



**TABLE 6/Comparison of Convenience of Travel for Employees on Staggered and Flexible Hours and on Unchanged Schedules**

<b>STAGGERED HOURS</b>				
<b>Commence Work at</b>	<b>More Convenient</b>	<b>Less Convenient</b>	<b>Same</b>	<b>Total</b>
7:00-8:00 a.m.	494 (45.6%)	49 (4.5%)	541 (49.9%)	1084 (100%)
8:01-9:00 a.m.	188 (25.3%)	26 (3.5%)	530 (71.2%)	744 (100%)
9:01-10:00 a.m.	51 (57.9%)	7 (8.0%)	30 (34.1%)	88 (100%)
<b>FLEXIBLE HOURS</b>				
<b>Commence Work at</b>	<b>More Convenient</b>	<b>Less Convenient</b>	<b>Same</b>	<b>Total</b>
7:00-8:00 a.m.	113 (48.5%)	5 (2.1%)	115 (49.4%)	233 (100%)
8:01-9:00 a.m.	92 (30.5%)	4 (1.3%)	206 (68.2%)	302 (100%)
9:01-10:00 a.m.	35 (64.9%)	1 (1.9%)	19 (35.2%)	54 (100%)
<b>UNCHANGED SCHEDULES</b>				
<b>Commence Work at</b>	<b>More Convenient</b>	<b>Less Convenient</b>	<b>Same</b>	<b>Total</b>
7:00-8:00 a.m.	4 (12.9%)	—	27 (87.1%)	31 (100%)
8:01-9:00 a.m.	12 (7.5%)	7 (4.3%)	142 (88.2%)	161 (100%)
9:01-10:00 a.m.	1 (100%)	—	—	1 (100%)

a.m. reported more convenient travel in 48.5 percent of the cases and less convenient travel in 2.1 percent of the cases. Approximately one-third (30.5 percent) of those beginning work between 8:01 and 9:00 a.m. indicated more convenient travel while 1.3 percent found it less convenient.

For employees commencing work between 9:01 and 10:00 a.m., 64.9 percent experienced more convenient travel and 1.9 percent less convenient travel.

**i/ Travel Convenience/Unchanged Schedules**

Employees on unchanged schedules perceived the convenience of their travel arrangements to be the same as before the demonstration commenced.

Examining both travel comfort and convenience, approximately 60 percent of employees commencing work in the off-peak period reported improvements in their travel. The same view was held by 15 percent of employees starting work during the peak travel period.

**Other Findings**

Employees made 214 travel-related comments. Approximately one-third (69) of these were positive while the remaining 145 were negative. These comments have been grouped below according to frequency of occurrence.

a/ Travel Conditions (N = 169): The new schedules improved travel conditions for 64 of this group while 78 still considered congestion to be evident or to have worsened. The remaining 27 employees suggested improvement in and extension of the public transit system.

b/ Inadequacy of Current Work Schedules (N = 77): More flexibility was desired in present work schedules in order to help alleviate traffic congestion.

c/ Miscellaneous (N = 18): Some employees reported that the Staggered Hours Demonstration appeared to have relieved elevator congestion. Others suggested that participation by downtown business was required, and long distance commuters found difficulty in maximizing the use of the new schedules.

OVERALL REACTION  
TO THE DEMONSTRATION

More than 90 percent of the employees surveyed were favourable to the demonstration. Table 7 indicates that of this figure, 67 percent of employees were strongly favourable and 24 percent were somewhat favourable. Some 6.2 percent were unfavourable to the demonstration.

Many general comments supported the above figures. There were 325 favourable comments (34 from supervisors) and 17 unfavourable comments (4 from supervisors). Typical of the favourable comments were "it's great!", "keep it up!", and "find it works very well". The unfavourable comments were characterized by comments such as "inconvenient" or "causes problems". A more detailed description of all comments received is given in Appendix C.

Factors Influencing  
Employees' Reactions

The following factors were investigated to assess their influence on the employees' attitudes to the demonstration.

Work Schedule

The reaction of employees on staggered hours and those on flexible hours were similar. More than 70 percent of both groups were strongly favourable to

the demonstration (Table 8). In comparison, 44.4 percent of employees whose work schedules had not changed were strongly favourable towards the demonstration. Forty-two percent of this group were somewhat favourable. The researchers were encouraged to observe that 86.4 percent of the employees who were not on staggered hours were, nevertheless, in favour of them.

Starting Time

The starting time (Table 9) was an important factor in determining the employees' reaction to the demonstration. More than 75 percent of employees who commenced work outside the peak hour of 8:00 to 9:00 a.m. expressed a strongly favourable

TABLE 7/Employees' Overall Reaction to the  
Demonstration

Reaction	No. of Employees	Percent of Employees
Strongly Favourable	1955	67.0
Somewhat Favourable	701	24.0
Somewhat Unfavourable	137	4.7
Strongly Unfavourable	44	1.5
No Response	79	2.8

TABLE 8/Employees' Overall Reaction to the Demonstration by Type of Schedule

Schedule	Strongly Favourable	Somewhat Favourable	Somewhat Unfavourable	Strongly Unfavourable	Total
Staggered Hours	1317 (70.2%)	451 (24.1%)	83 (4.4%)	24 (1.3%)	1875 (100%)
Flexible Hours	460 (75.4%)	120 (19.7%)	20 (3.3%)	10 (1.6%)	610 (100%)
Shift Work	1 (50.0%)		1 (50.0%)		2 (100%)
Unchanged Schedules	91 (44.4%)	86 (42.0%)	22 (10.7%)	6 (2.9%)	205 (100%)
Other	1 (33.3%)	2 (66.7%)			3 (100%)

TABLE 9/Employees' Overall Reaction\* to the Demonstration by Starting Times

Starting Time	Strongly Favourable	Somewhat Favourable	Somewhat Unfavourable	Strongly Unfavourable	Total
Before 8:00 a.m.	1071 (78.2%)	245 (17.9%)	39 (2.8%)	15 (1.1%)	1370 (199%)
8:00-9:00 a.m.	726 (58.4%)	415 (33.4%)	83 (6.7%)	20 (1.6%)	1244 (100%)
9:01-10:00 a.m.	109 (76.2%)	25 (17.5%)	5 (3.5%)	4 (2.8%)	143 (100%)

\*Seventy-nine respondents did not complete this question.

reaction, whereas 58.4 percent of those who began work within the peak hour were favourable.

*Preferred Choice*

All employees on staggered hours were asked if they had received their preferred choice of working hours. The majority (80.9 percent) reported that they received their preferred choice while 19.1 percent had not. Some reasons for this lack of choice were suggested in *Evaluation Report 1*[1]. These reasons were investigated more fully in this questionnaire and the results are shown in Table 10. More than half of the employees (51.5 percent) who did not receive their preferred choice had their hours decided by a supervisor or by ministerial directive. Only 10.1 percent received another choice which was agreed upon by the employee. The main factor, in fact, appeared to be a ministerial directive. Table 11 shows that 51.4 percent of employees in a work group in which every member had the same starting time had their hours set by a ministerial directive, whereas only 12.7 percent had the same starting time because of the nature of their work.

Employee reaction to the demonstration was affected by the degree of choice that employees had in determining their working hours (Table 12). It was observed that 73.5 percent of those who had received their preferred choice were strongly favourable. In contrast, only 54.7 percent of those who did not receive their preferred choice were strongly favourable. A greater proportion of employees who did not receive their preferred choice expressed unfavourable and strongly unfavourable reactions to the staggered hours demonstration.

*Other Factors*

Several other factors were investigated to determine their effect on employee attitude to the demonstration, namely the employee's sex, marital status and position in the public service. None of

**TABLE 10/Explanation of the Work Hours of Staggered Hours Employees Who Did Not Receive Their Preferred Choice**

Explanation	No. of Employees	Percent of Employees
Another choice was agreed upon	43	10.1
Position held by employee restricted the choice	60	14.1
Nature of the unit's work determined the work hours	56	13.1
Work hours chosen were based on seniority	7	1.6
Work hours were chosen by supervisor	82	19.2
Work hours were set by a ministry directive	138	32.3
Other	39	9.1
No response	2	0.5
Total	427	100.0

**TABLE 11/Comparison of Group Starting Time With Explanation Given by Those Employees Who Did Not Receive Their Preferred Choice of Hours**

Explanation	Every Member of Group on Same Starting Time	Group Members Start at Different Times
Another choice was agreed upon	21 (11.6%)	22 (9.4%)
The employee's position restricted the choice	11 (2.6%)	48 (20.4%)
Nature of the unit's work determined the hours	23 (12.7%)	32 (13.6%)
Work hours chosen were based on seniority	1 (0.6%)	6 (2.6%)
Work hours were chosen by supervisor	19 (10.5%)	57 (24.3%)
Work hours set by a ministry directive	93 (51.4%)	42 (17.9%)
Other	13 (7.2%)	26 (11.1%)
Total	181 (100%)	233 (100%)

these were found to be significant factors in shaping attitudes towards the demonstration.

**CHANGES IN WORK SCHEDULES**

**Types of Work Schedule**

Two alternatives to standard working hours were offered in the demonstration.

**TABLE 12/Overall Reaction of Staggered Hour Employees According to Whether They Received Their Preferred Choice of Work Hours**

Staggered Hour Employees	Strongly Favourable	Somewhat Favourable	Somewhat Unfavourable	Strongly Unfavourable	Total
Received Preferred Choice	1155 (73.5%)	352 (22.4%)	52 (3.3%)	11 (7%)	1570 (99.9%)
Did Not Receive Preferred Choice	203 (54.7%)	117 (31.5%)	38 (10.2%)	13 (3.5%)	371 (100%)

a/ *Staggered Hours*: An arrangement of working hours which provides for more than one specified arrival and departure time for a ministry or part thereof. Employees may or may not be permitted to select the specified arrival and departure time of their choice; and the required number of hours must be worked each day.

b/ *Flexible Hours*: A system which provides for a range of time at the beginning and end of each day during which time an employee can choose when he or she arrives and leaves, provided the required number of hours are worked each day.

to the implementation of the demonstration compared with their starting times following commencement of the demonstration. Before the Staggered Hours Demonstration was implemented in October 1973, less than 10 percent of Ontario public servants in the Queen's Park area commenced work outside the peak hour of 8:00 to 9:00 a.m. Following implementation, 54.7 percent commenced work outside the peak hour. Analysis of this figure shows that 49.5 percent of employees arrived by 8:00 a.m., while 5.2 percent arrived after 9:00 a.m.

**TABLE 13/Type of Work Schedule Reported by Respondents**

Type of Schedule	No. of Respondents	Percent of Respondents
Staggered Hours	1985	68.1
Flexible Hours	675	23.1
Shift Work & Other	5	0.2
Unchanged Schedules	225	7.7
No Response	26	0.9
Total	2916	100.0

#### Schedules in Operation

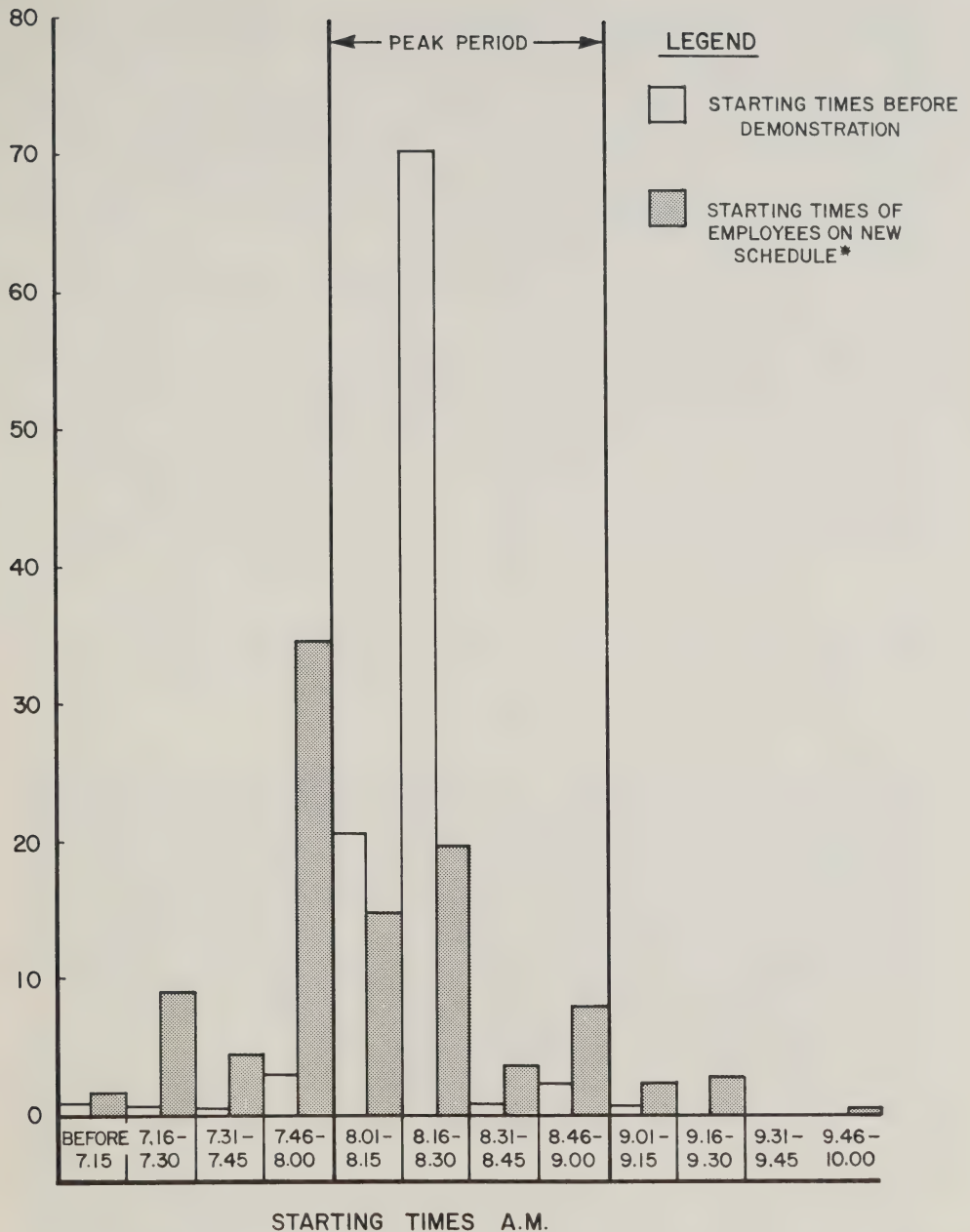
The majority of employees surveyed were working on staggered hours (68.1 percent) or flexible hours (23.1 percent). Shift work and other schedules accounted for 0.2 percent of employees, while 7.7 percent of the sample had not changed their working hours (Table 13). The proportion of employees on these schedules was consistent for both supervisory and non-supervisory staff and for both sexes.

Based on the starting times reported by 2887 respondents, Figure 4 shows the starting times of government employees in the Queen's Park area prior



*Following implementation of the Staggered Hours Demonstration, the number of Queen's Park employees commencing work outside the peak hours of 8:00 to 9:00 a.m. increased from less than ten percent to 54.7 percent.*





\*A breakdown of starting times by schedule is given in Table 14.

FIGURE 4/Starting Times of All Government Employees in Queen's Park  
Prior to October 29, 1973 Compared to the Starting Times  
of Employees on New Work Schedules

**TABLE 14/Comparison of Starting Times of Employees  
on Staggered Hours and Flexible Hours**

Work Schedule	Before 8:00 a.m.	8:01- 9:00 a.m.	9:01- 10:00 a.m.	Total
Staggered Hours	1123 (56.6%)	774 (39.0%)	88 (4.4%)	1985 (100%)
Flexible Hours	267 (39.6%)	349 (51.7%)	59 (8.7%)	675 (100%)

The corresponding arrival times for employees on staggered hours and flexible hours are shown in Table 14. More than half (56.6 percent) the employees on staggered hours and 39.6 percent of those on flexible hours arrived by 8:00 a.m. The corresponding figures for arrival after 9:00 a.m. are 4.4 percent and 8.7 percent respectively. This indicates a significant shift to an earlier arrival time. In fact, as shown in Figure 4, 34.6 percent of Queen's Park employees now arrive between 7:45 and 8:00 a.m.

#### Desired Changes in Work Schedules

Table 15 reveals that more than half (51.9 percent) of the employees indicated they would make no changes in their staggered hours work schedules. The most commonly sought changes related to the concept of flexibility; 21.5 percent wished to change to flexible hours (on either a daily or weekly basis) and a further 7.5 percent desired more flexibility within their work schedule. A further 12.8 percent wished to change to a compressed work week. These figures were generally supported by the 317 comments (25 from supervisors) received on this topic.

**TABLE 15/Changes in Current Work Schedules  
Desired by Employees\***

Changes Desired	No. of Employees	Percent of Employees
None	1331	51.9
Change to Staggered Work Hours	55	2.1
Change to Flexible Work Hours (on daily basis)	341	13.3
Change to Flexible Work Hours (on weekly basis)	210	8.2
Change to compressed work week	329	12.8
More flexibility within present schedule	193	7.5
Return to old system	53	2.1
Other	52	2.0
Total	2564	100.0

\*There were 352 employees (12 percent of total) did not respond to this question.

The changes desired by employees were similar for employees on all schedules. The responses revealed some interesting issues. For example, although the number of females and males in the sample was approximately equal, twice as many men as women (218 to 107) indicated they would change to a compressed work week while the opposite was true of those who desired more flexibility within their present schedule (125 female to 63 male). There were no significant differences for any other alternatives, for example, returning to the old system. Of the 163 employees unfavourable to the demonstration, 36.2 percent indicated they would make no change in their work schedule, while only 23.9 percent (less than one quarter) of these employees stated they would return to the old system.

#### Lunch Hour

More than one-third (40.8 percent) of all respondents reported that they could not choose the time to leave for lunch and 69.2 percent had a fixed duration for their lunch break. Thirty-two complaints were received (two from supervisors) stating that the lunch break was too short. The lack of choice reflected in the above suggests that there should be an increase in alternative lunch times within the staggered hours schedules.

#### Other Findings

Comments were elicited from both the supervisory and non-supervisory perspective. Those comments relating to work schedules (114) were categorized and arranged in order of frequency as follows: (*N* = number of complaints)

a/ *Convenience* (*N* = 75): Seventy-three comments (three from supervisors) indicated that the new schedules were more convenient primarily with regard to home and social activities.

b/ *Flexibility* (*N* = 28): These comments (seven from supervisors) praised the flexibility of the

new schedules which allowed the individual to vary his schedule to meet changing work or personal needs.

c/ *Not Applicable* (N = 16): The employees in this category had either not changed their working hours or had joined the government after the program had started and therefore could not evaluate it.

d/ *Work Schedules* (N = 15): Eleven respondents were satisfied with their new hours, while four complained of fatigue due to rising earlier.

e/ *Miscellaneous* (N = 14): These comments ranged from views on the energy crisis and daylight saving time to criticisms that information and publicity for the new schedules were inadequate.

## IMPACT ON EMPLOYEES' WORK HABITS AND ENVIRONMENT

Figure 5 shows employees' perceptions of the effect of the demonstration on their work environment. In most areas, conditions remained the same as before the new work schedules were implemented. Improvements in certain areas, however, were

reported by significant percentages of employees. "Quiet time for doing work", for example, improved for 44.1 percent. Other aspects of the work environment in which improvements were reported were "work efficiency" (32.2 percent); "starting to work immediately" (23.8 percent); "completion of daily work" (21.6 percent); and, "job satisfaction" (31.9 percent). "Minor inconvenience" was still reported [1] in areas related to communications within the government. This included "arranging for meetings" (10.4 percent); "contacting people within one's own ministry" (20.6 percent); "contacting people outside the ministry, but within government" (16.6 percent); and, "contacting co-workers" (14.2 percent). Some 1.1 percent of employees reported that none of the aspects of the work environment was considered to be a "serious problem".

### Other Findings

Employees made 144 work-related comments in response to an open-ended question at the end of the questionnaire. The comments are summarized below according to frequency and content.

a/ *Improved Morale* (N = 39): The element of choice and self-discipline featured in the new schedules, had improved staff morale and co-operation.



*Many employees reported that the staggered or flexible work schedules provided more "quiet time" for the planning or completion of daily work.*

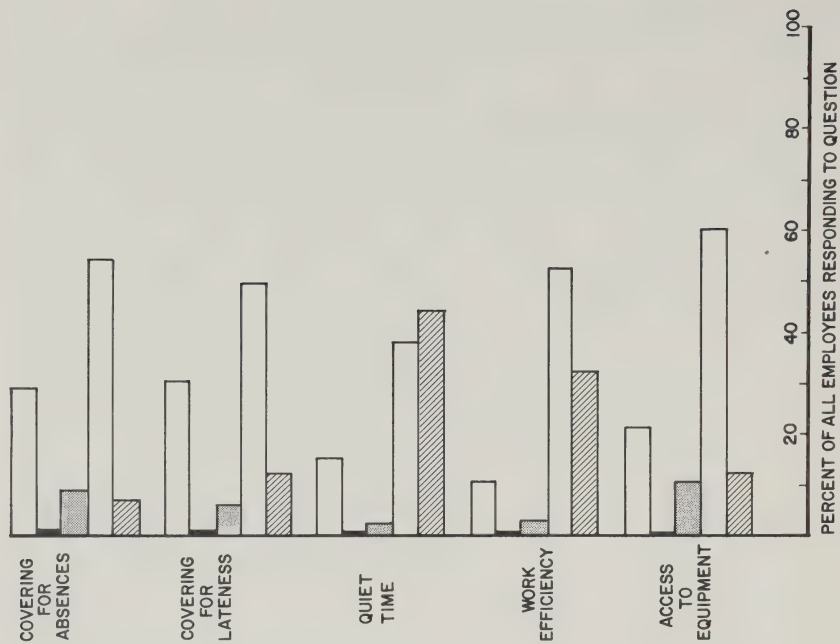
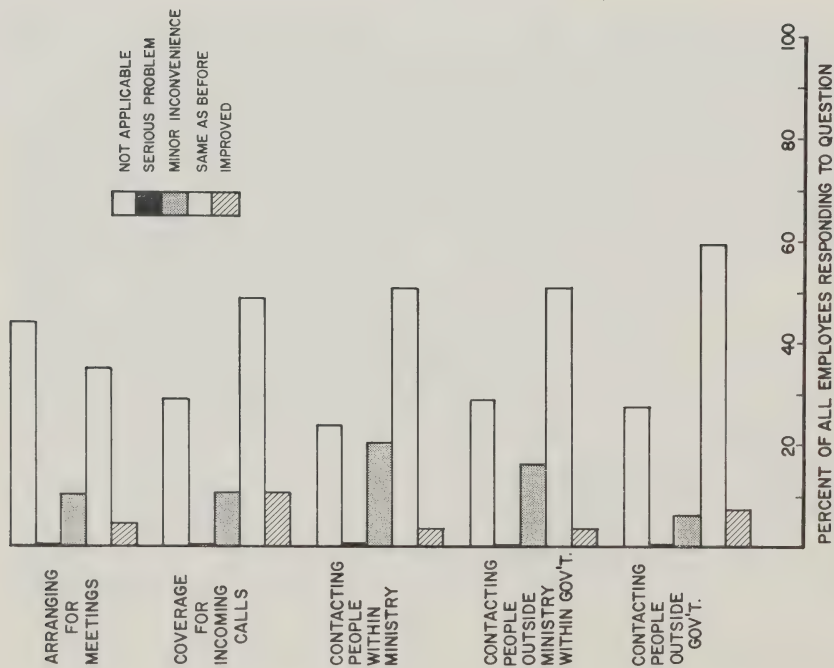


FIGURE 5/Employees' Perceptions of the Effect of the Staggered Hours Demonstration on the Work Environment



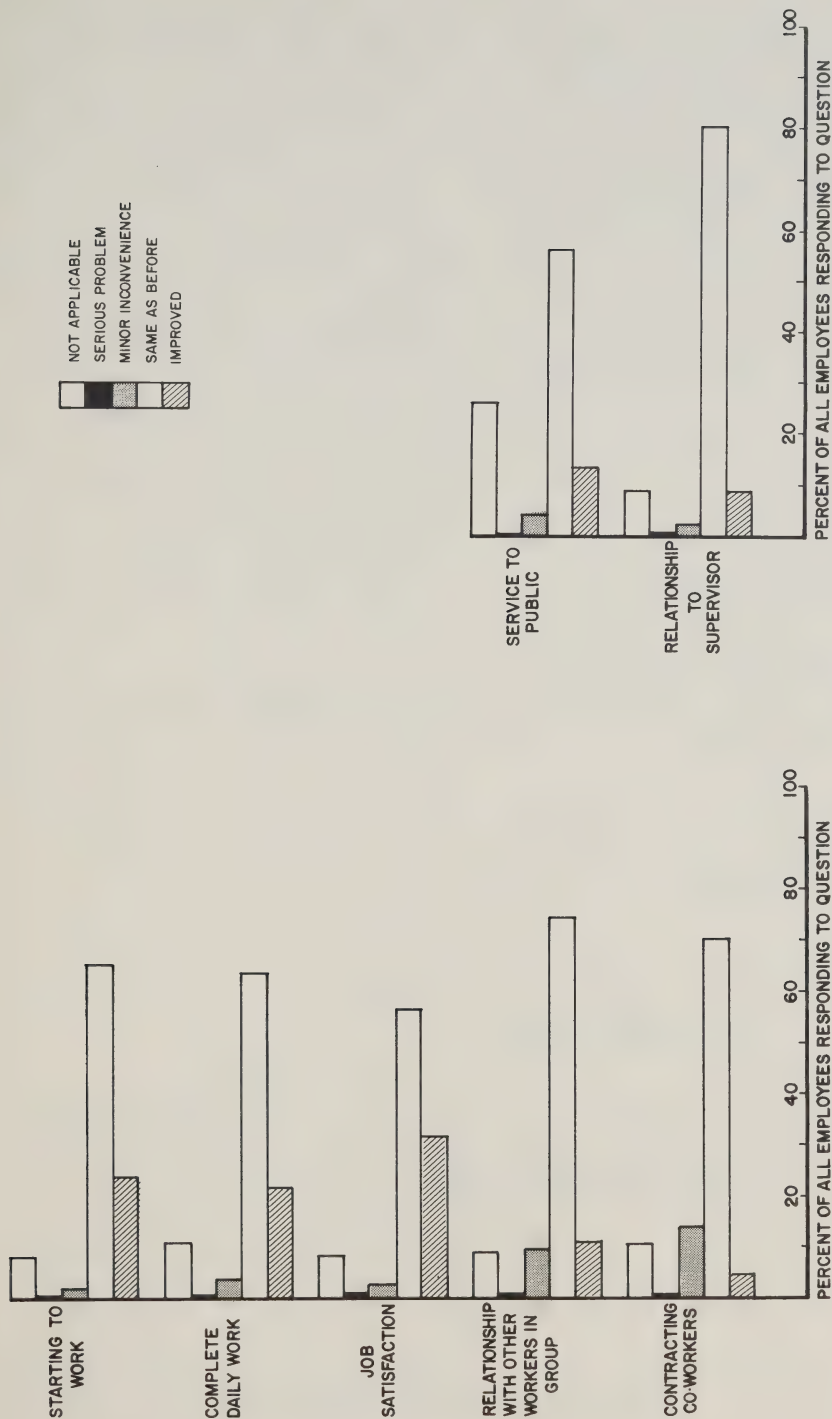


FIGURE 5 cont'd/Employees' Perceptions of the Effect of the Staggered Hours Demonstration on the Work Environment

b/ *Contacting people/coverage* (N = 32): Employees still experienced some inconvenience, particularly at the end or beginning of the day, in contacting people within their ministry and/or providing full office coverage.

c/ *Supervision* (N = 28): More than half of these respondents commented on the ease with which the new schedules could be abused. The remainder criticised their new timekeeping system.

d/ *Efficiency* (N = 26): The majority considered efficiency and productivity to have increased. Two people, however, expressed the opposite view.

e/ *Length of Work Day* (N = 17): This group of respondents felt they were working longer hours.

f/ *Miscellaneous* (N = 2): One person found the new schedules generally disruptive to work habits while the other complained of the early arrival of the cleaning staff.

#### Impact of the Demonstration on Supervisory Duties

Supervisors were asked to rate several areas of their work (Figure 6). Generally, they reported no change. A small percentage indicated that there was an increase in the time spent in arranging schedules (11.4 percent); an increase in the amount of general

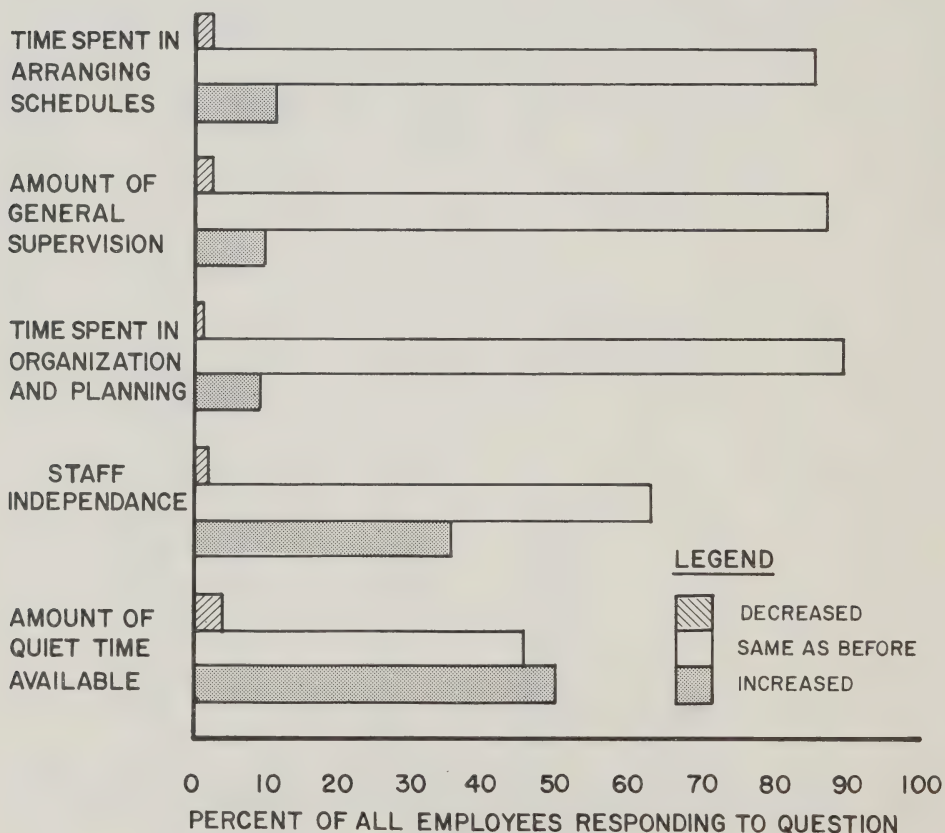


FIGURE 6/Supervisors' Perceptions of the Effect of the Staggered Hours Demonstration on Selected Aspects of the Work Environment

supervision (9.9 percent); and, an increase in the time spent in organization and planning (9.3 percent). These disadvantages, however, were reported to be offset by the beneficial effects of increased staff independence and responsibility (35.2 percent) and increased amount of quiet time available (49.9 percent).

Further evidence that increased flexibility leads to increased staff responsibility was obtained. Of the employees on flexible hours (555), 81.9 percent arrived within 15 minutes of the usual arrival time specified in the questionnaire. In addition, 84.4 percent (481) of this group maintained this regular timetable of their own choice.

Some supervisors (19.9 percent) felt that they worked longer hours. The reasons given for this were that longer hours of supervision were required (35.3 percent); administrative work had increased (20.3 percent); and longer hours were required for other reasons (44.4 percent). The supervisor's personal work schedule appeared to play no part in determining either the length of his/her working day or the reasons for any longer hours which he/she worked.

The new schedules had a significant effect on the habit of some employees to arrive late or leave early. An improvement was noted by 35.9 percent of the supervisors while only 4.6 percent stated that this situation had deteriorated. Improvements in punctuality are supported by favourable employee reaction to independence and responsibility.

As a result of the new schedules, the timekeeping system has changed, for 24.5 percent of supervisors (45.6 percent changed to the honour system and 28 percent introduced a central register). An adequate timekeeping system was reported by 93.7 percent of supervisors.

### Other Findings

Supervisors commented on their jobs in relation to the Staggered Hours Demonstration. These comments (166), grouped under content headings similar to those used for the employee comments, are presented below in order of frequency. Supervisors' concerns and opinions, in relation to the demonstration, are essentially the same as those expressed by non-supervisory employees.

a/ *Morale/Co-operation* (*N* = 50): The new schedules improved staff morale and co-operation.

b/ *Supervision* (*N* = 36): Twenty-one comments referred to punctuality and timekeeping. Supervisors were equally divided between those who reported an improvement in these two aspects and those who felt that they had worsened. The remainder (15) mentioned the ease with which the new schedules could be abused and the difficulty in controlling arrival and departure times.

c/ *Contact/Coverage* (*N* = 32): The majority of respondents mentioned difficulties in contacting people and in maintaining full office coverage. Six supervisors, however, stated that this situation had improved.

d/ *Efficiency/Productivity* (*N* = 27): Three quarters of the comments were related to increased efficiency and productivity as a result of the new schedules, while the remaining six considered that they had decreased.

e/ *Length of the Work Day* (*N* = 21): Nineteen of the supervisors felt that the length of their work day and/or their work load, had increased following implementation of the new schedules. Two others believed that their new schedule had no effect on either of these components.

## RECOMMENDATIONS

The results of this survey indicate that the Staggered Hours Demonstration Project has been highly successful. In view of the preceding results we recommend the following:

- 1/ The new schedules implemented under the Staggered Hours Demonstration Project should be continued and extended to those employees who were not given the opportunity to change their hours.
- 2/ Greater flexibility in working arrangements should be encouraged. Some suggestions for the introduction of greater flexibility are:
  - a/ greater freedom in the starting times and duration of lunch break;
  - b/ flexible hours should be promoted wherever possible; and
  - c/ where staggered-hour schedules are retained, employees should be permitted to change their starting times periodically.
- 3/ Experimental projects should be undertaken which allow employees to average their work hours over a period of time. These experiments would give employees a choice of working more or less than the standard seven and one-quarter hours per day as long as they work the required number of hours for the time period chosen.
- 4/ Employees should be consulted on the design and implementation of new schedules and, where possible, be given their preferred choice.
- 5/ Work schedules should be worked out for each individual work group (i.e. the smallest operational unit).
- 6/ Each group should make adequate information regarding work schedules available to its clients and other contacts to facilitate communication.
- 7/ Where travel comfort and convenience are considered to be important, employees should be made aware that these conditions are likely to improve after 9:00 a.m.
- 8/ Ministries should be encouraged to evaluate their projects and to share their experience with interested groups.

## ACKNOWLEDGEMENTS

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APPENDIX A

STAGGERED HOURS DEMONSTRATION  
EMPLOYEE QUESTIONNAIRE

The Ministry of Transportation and Communications and the Civil Service Commission, in co-operation with your Ministry has been monitoring the Staggered Hours Project over the past few months. Some employees have already had the opportunity to voice their reactions to it. This questionnaire is intended to obtain the views of a much larger sample of employees.

The results of this survey will assist the Ministries of the Ontario Government in better understanding the benefits and problems that employees have encountered. This information may further assist in improving the "Staggered Hours Demonstration Project."

You have been selected as one of a random sample of employees to represent the views of public servants; therefore your co-operation in completing this survey is important. The information which you provide will assist in making recommendations regarding the future of the Staggered Hours Program.

Please place the completed questionnaire in the envelope provided, seal it, and return it **today** to your supervisor. Your replies will be combined with those of other employees to provide data to support further recommendations.

Thank you. Your assistance is appreciated.

**Please read the instructions carefully.**

**Use an X in the appropriate box (e.g. X to show your answer) unless otherwise indicated.** The questionnaire consists of two parts. The first section (questions 1-15) should be answered by **all employees**. The second section (printed on canary yellow paper) should **also** be answered by supervisors **only**.

1. Now that the "Staggered Hours Demonstration" has been in effect for several months, what is **your overall reaction** to it? (Whether or not you are on a new schedule).
- strongly favourable..... ☐
- somewhat favourable..... ☐
- somewhat unfavourable..... ☐
- strongly unfavourable..... ☐
2. Which type of work schedule are you on? (Answer only one complete section e.g. 2.1 or 2.2 etc. and then go to question 3).
- 2.1 **Staggered Work Hours:** provides for more than specified arrival and departure time for a Ministry or part thereof. Employees may or may not be permitted to select the specified arrival and departure time of their choice; and the required number of hours are worked each day..... ☐

If you are on staggered hours:

- a) What time are you scheduled to begin work every day (to the nearest 15 minutes?)

.....a.m.

- b) What time are you scheduled to finish work every day ( to the nearest 15 minutes?)

.....p.m.

- c) Did you get your preferred choice of work hours?

Yes..... ☐

No..... ☐

d) If you did not receive your preferred choice, which of the following explain your present work hours?

1. another choice was agreed upon..... ☐
2. the position I hold means that my choice was restricted..... ☐
3. the nature of the work of our unit determined my hours..... ☐
4. the hours chosen were based on seniority..... ☐
5. the hours were chosen by my supervisor..... ☐
6. the hours were set by a Ministry directive..... ☐
7. other, please specify..... ☐

2.2 **Flexible Work Hours:** provides for a range of time at the beginning and end of each day during which an employee can choose when he or she arrives and leaves, provided the number of required hours are worked each day..... ☐

**If you are on flexible hours:**

a) What is the range of time in which you can begin work?

.....a.m. to .....a.m.

b) What is the range of time in which you can finish work?

.....p.m. to .....p.m.

c) What time did you start work today?

.....a.m.

d) Do you normally start work

1. at the same time as above..... ☐
2. within 15 minutes before the above time..... ☐
3. within 15 minutes after the above time ..... ☐
4. within 30 minutes before the above time..... ☐
5. within 30 minutes after the above time..... ☐
6. varies by more than 30 minutes each day..... ☐

e) If you arrive at the same time every day, is this

1. of your own choice..... ☐
2. imposed by nature of your work..... ☐
3. imposed by supervisor or other directive..... ☐
4. other (please specify)..... ☐

2.3 **Shift Work:**..... ☐

**If you are on shift work:**

What hours are you presently working?

.....to.....

2.4 Not participating in the demonstration:..... ☐

If you are not participating in the demonstration:

a) What is your starting time?  
.....a.m.

b) What is your finishing time?  
.....p.m.

2.5 Other (e.g. Compressed work week) please specify.....

3.1 Are you free to choose the **time you leave** for lunch every day?  
Yes..... ☐  
No..... ☐

3.2 Are you free to choose the length of your lunch hour every day?  
Yes..... ☐  
No..... ☐

4. What change, if any, would you make in your current work schedule?

- 1. none/nothing..... ☐
- 2. change to staggered work hours..... ☐
- 3. change to flexible work hours (on daily basis)..... ☐
- 4. change to flexible work hours (on weekly basis)..... ☐
- 5. change to compressed work week..... ☐
- 6. more flexibility within present schedule..... ☐
- 7. return to old system..... ☐
- 8. other (please specify).....

5. We are interested in learning the effects of the “Staggered Hours Demonstration” on your work and related activities. For **each** of the following items, please **circle** the number indicating whether the situation is improved, same as before, a minor inconvenience, a serious problem, or not applicable compared to before the demonstration began. If the situation does not relate to your duties, please circle “not applicable” , i.e. ①

	Improved	Same as Before	Minor inconvenience	Serious Problem	Not Applicable
5.1 arranging for meetings	5	4	3	2	1
5.2 coverage for incoming phone calls	5	4	3	2	1
5.3 getting in touch with people within your Ministry only	5	4	3	2	1

	Impro- ved	Same as Before	Minor incon- venience	Serious Problem	Not Appli- cable
5.4 getting in touch with people out- side your Ministry but within the Government	5	4	3	2	1
5.5 getting in touch with people out- side the Government	5	4	3	2	1
5.6 covering for absences	5	4	3	2	1
5.7 covering for lateness	5	4	3	2	1
5.8 quiet time for doing work	5	4	3	2	1
5.9 work efficiency	5	4	3	2	1
5.10 access to equipment	5	4	3	2	1
5.11 starting right in to work when you arrive	5	4	3	2	1
5.12 opportunity to complete daily work assignments	5	4	3	2	1
5.13 job satisfaction	5	4	3	2	1
5.14 relationship with other workers in your group	5	4	3	2	1
5.15 getting in touch with people in your work group	5	4	3	2	1
5.16 service to the public	5	4	3	2	1
5.17 your relationship to your immediate supervisor	5	4	3	2	1



6. What is your usual method of transportation to and from work?  
(If applicable, check more than one of the following.)

Dial-a-bus..... ☐  
Walk all the way..... ☐  
Bus..... ☐  
Streetcar..... ☐  
Subway..... ☐  
Drive a car..... ☐  
Passenger in a car..... ☐  
Taxi..... ☐  
Train..... ☐  
Go Train..... ☐  
Other..... ☐

7. How long does it take you to get directly to work in the morning?.....minutes

8. How long does it take you to get directly home at night?.....minutes

9. Compared to before the "Staggered Hours Demonstration"

9.1 Is your travel time **to** work in the **morning** now

- ☐ 1. longer: by how many minutes? .....minutes  
☐ 2. shorter: by how many minutes? .....minutes  
☐ 3. the same

9.2 Is your travel time **from** work in the **evening**

- ☐ 1. longer: by how many minutes? .....minutes  
☐ 2. shorter: by how many minutes? .....minutes  
☐ 3. the same

10. Compared to before the "Staggered Hours Demonstration"

10.1 Is your travel **to** work in the **morning** now

- more comfortable..... ☐  
less comfortable..... ☐  
the same..... ☐

10.2 Is your travel **from** work in the **evening** now

- more comfortable..... ☐  
less comfortable..... ☐  
the same..... ☐

11. Compared to before the "Staggered Hours Demonstration" are your travel arrangements  
now

- more convenient..... ☐  
less convenient..... ☐  
the same..... ☐

12. Which of the following categories best describes your unit's major clientele?

- 1. your Ministry only..... ☐
- 2. the Government as a whole..... ☐
- 3. both internal and external to the Government..... ☐
- 4. special groups outside the Government..... ☐
- 5. general public..... ☐

13. Is every member of your work group on the same starting time?

- Yes..... ☐
- No..... ☐
- Not applicable..... ☐

14. Which of the following describes your position in the Public Service?

- 1. Clerical, Supervisory..... ☐
- 2. Clerical, Non-supervisory..... ☐
- 3. Professional/Administrative, Supervisory..... ☐
- 4. Professional/Administrative, Non-Supervisory..... ☐
- 5. Maintenance, Supervisory..... ☐
- 6. Maintenance, Non-Supervisory..... ☐
- 7. Technical, Supervisory..... ☐
- 8. Technical Non-Supervisory..... ☐
- 9. Other, please specify.....

15. In which Ministry do you work? .....

16. What is your sex?

- Female..... ☐
- Male..... ☐

17. Marital Status

- Single..... ☐
- Married..... ☐
- Other..... ☐

18. Do you have dependents, other than spouse, living at home?

- Yes..... ☐
- No..... ☐

19. Do you have any other comments regarding the Staggered Hours Program?

.....  
.....  
.....  
.....

If you are a Supervisor, please continue. If you are not a Supervisor, finish here. Thank you for your co-operation.

## Supervisor Questionnaire

The following questions are intended for **supervisors only**. If you are a supervisor, please complete the following section.

1. Was the system of timekeeping in your unit changed as a result of the new work schedules?
 

Yes..... ☐  
 No..... ☐
2. If the timekeeping system was changed, which of the following is **now** in operation.
 

1. the honour system..... ☐  
 2. a mechanical time recorder..... ☐  
 3. each employee signs in and out in a central book at the start and finish of each day..... ☐  
 4. one person is designated to record the starting and finishing times of the members of the unit..... ☐  
 5. other (please specify).....
3. Regardless of whether the timekeeping system was changed, is your present system of timekeeping adequate?
 

Yes..... ☐  
 No..... ☐
4. What effect has the changed schedules had on the habit of some employees to arrive late or leave early?
 

improved..... ☐  
 same..... ☐  
 worse..... ☐
5. Do you now work longer hours, as a result of the Staggered Hours Demonstration?
 

Yes..... ☐  
 No..... ☐
6. If yes, is this because
 

1. longer hours of supervision are required..... ☐  
 2. new work schedules have increased the amount of administrative work..... ☐  
 3. other, please specify.....
7. For each of the following items, please **circle** the number indicating whether the situation has increased, remained the same as before, or has decreased, as a result of the Staggered Hours Demonstration.
 

	Increased	Same as Before	Decreased
7.1 time spent in arranging schedules (e.g. ensuring adequate office coverage)	3	2	1
7.2 amount of general supervision necessary	3	2	1

	Increased	Same as Before	Decreased
7.3 time spent in the organization and planning of the unit's work	3	2	1
7.4 staff independence and responsibility	3	2	1
7.5 amount of quiet time available for working	3	2	1
8. As a supervisor, do you have any other comments regarding your job in relation to the Staggered Hours Program?			

Thank you for your co-operation.

## APPENDIX B

### SAMPLE CHARACTERISTICS

This study involved the distribution of a questionnaire to both supervisory and non-supervisory employees.

#### Questionnaire Sample

The employee/supervisor questionnaire was distributed during the week of March 25, 1974 to a sample of 4,576 employees in the 15 participating ministries in the Toronto Queen's Park area. This sample represented approximately 50 percent of the Queen's Park working force.

Ministry or agency representatives to the Staggered Hours Demonstration Task Force were responsible for the distribution and collection of the employee/supervisor questionnaire and a morning and evening travel survey. Employees were chosen on a random basis and sent one questionnaire each. Both supervisory and non-supervisory personnel, representing all work functions, were included in the sample. Supervisors also completed a second part of the questionnaire.

Approximately 66 percent (3,000) of the employees returned their questionnaires. The return rate, by ministry, is indicated in Table B-1. This return rate is slightly lower than for the previous questionnaire (65.6 versus 69.8 percent).

A breakdown of the sample by sex, marital status, position and clientele is shown in Tables B-2 to B-5. The sample appears to be generally representative of all work groups in the Queen's Park complex.



**TABLE B-1/Number and Percent of Questionnaires Returned  
According to Ministry**

Ministry	No. of Questionnaires Sent	No. of Questionnaires Returned	Percent Returned
Agriculture and Food	126	89	70.6
Attorney General	217	156	71.9
Civil Service Commission	100	75	75.0
Colleges and Universities	376	308	81.9
Community and Social Services	456	258	56.6
Consumer and Commercial Relations	484	338	69.8
Correctional Services	150	20	13.3
Education	308	174	56.5
Government Services	490	275	56.1
Industry and Tourism	186	102	54.8
Labour	207	163	78.7
M.T.C.	227	211	93.0
Natural Resources	390	317	81.3
Revenue	432	337	78.0
T.E.I.A. (includes 21 from Management Board)	427	177	41.5
Total	4,576	3,000	65.6

**TABLE B-2/Number and Percent of Questionnaires Returned  
According to Sex**

Sex	No. of Employees	Percent of Employees
Female	1505	51.6
Male	1356	46.5
No Response	55	1.9
Total	2916	100.0

**TABLE B-3/Number and Percent of Questionnaires Returned  
According to Marital Status**

Marital Status	No. of Employees	Percent of Employees
Single	864	29.6
Married	1751	60.1
Other	257	8.8
No Response	44	1.5
Total	2916	100.0

**TABLE B-4/Number and Percent of Questionnaires Returned  
According to Position in Public Service**

Position in Public Service	No. of Employees	Percent of Employees
Clerical - Supervisory	358	12.3
Clerical - Non- Supervisory	1233	42.3
Maintenance/General Services - Supervisory	13	.4
Maintenance/General Services - Non - Supervisory	11	.4
Professional/Administrative - Supervisory	526	18.1
Professional/Administrative - Non - Supervisory	394	13.5
Technical - Supervisory	67	2.3
Technical - Non - Supervisory	161	5.5
No Response	153	5.2
Total	2916	100.0

**TABLE B-5/Number and Percent of Questionnaires Returned  
According to Clientele**

Clientele	No. of Respondents	Percent of Respondents
Ministry only	710	24.3
Government as a whole	349	11.9
Internal and external to government	712	24.4
Special groups outside government	185	6.3
General public	645	22.1
More than one of the above	117	4.2
No response	198	6.8
Total	2916	100.0

## APPENDIX C

### EMPLOYEE COMMENTS

Employees offered 1021 comments related to the Staggered Hours Demonstration Project. Included in this total were 215 supervisory comments. In most instances, there were no significant differences between supervisors' and non-supervisors' comments. Where applicable, however, comments relevant to supervisors are mentioned as such. Further, there do not appear to be any differences among the various ministries.

The comments are organized into the following categories: overall reaction, work schedule, work environment, and travel. No attempt has been made to present all the comments, but rather, each category has been illustrated with representative samples.

#### I OVERALL REACTION (N=341)

##### (1.1) Favourable (N=325)

- "Excellent."
- "Totally in favour for it to continue."
- "Perfectly satisfied."
- "Far out."
- "Great improvement. Whooppee!!!"
- "Definitely let it be run on a permanent basis."
- "A general benefit to all - supporting comments on every side."
- "The best thing that has happened since I came here."
- "Keep on 'staggering'."

##### (1.2) Unfavourable (N=16)

- "I would prefer the old system - 8:15-4:15."

#### II WORK SCHEDULE

##### 1. Recommended changes (N=349)

###### 1.1 Lunch (N=32)

###### 1.1.1 Longer Lunch (N=20)

- "Three quarters of an hour is definitely not long enough for lunch."
- "Make lunch time longer by 15 minutes and leave later by 15 minutes."

###### 1.1.2 Flexibility in the Lunch Break (N=8)

- "Lunch hours - time and length - should be flexible as long as they do not cause any disruption of service."

- "If convenient, we should be able to change our lunch hour."

###### 1.2 Change to Different Work Schedule (N=317)

###### 1.2.1 Change to Staggered Hours (N=7)

- "In favour of staggered hours although haven't been part of program."

###### 1.2.2 Change to Flexible Hours (N=89)

###### 1.2.2.1 General (N=63)

- "I prefer flexible work hours."
- "Would like to switch to flexible hours."
- "An improvement over fixed hours, but flexible would be better."

###### 1.2.2.2 Specific Reasons for Preferring Flexible Hours (N=15)

- "Because of my early self-imposed starting time, I find myself being late (missing the first bus) occasionally; but I also find that I work beyond quitting time quite regularly, up to two hours. The net effect is an increase in work hours, but greater job satisfaction. A flexible work week would result in even greater job satisfaction because I would not have to worry about being late while being, at the same time, at liberty to compensate for excessive overtime worked."

"It has advantages for me as a working mother because I can see my school-age children off to school before I leave for the office. I believe it would be an advantage for many to have not just staggered hours but truly flexible hours, i.e., to choose the total number of hours worked and when."

"I think flexible hours make more sense - would allow better T.T.C. service."

**1.2.2.3 Change to Flexible Hours on a Daily Basis (N=6)**

"It should be expanded to give employees greater freedom in choosing hours on a daily basis, so long as their work does not suffer as a result."

**1.2.2.4 Change to Flexible Hours on a Weekly Basis (N=5)**

"Definitely better than the old system but would prefer more flexibility in arranging required hours on a weekly basis."

**1.2.3 Change to Compressed Work Week (N=77)**

**1.2.3.1 Change to Compressed Work Week (N=33)**

"Excellent development which can only be surpassed by three or four day work week."

"It's a fine start but should evolve into a compressed week with flexible hours."

**1.2.3.2 Change to Compressed Work Week Specific Reasons (N=7)**

"The staggered hours approach tends to add to the hours worked by supervisors who start early as it is difficult to leave early. The compressed work week would be preferable."

"Accumulation of vacation and attendance credits and statutory holidays could be converted to hours off instead of days off."

**1.2.3.3 Change to Four-day Work Week (N=37)**

"We have tried the staggered hours and the four-day week. On a whole we prefer the latter."

"A great improvement over the former rigid system - now for the four-day week (nine-hour day)!"

"Although I can approve of staggered hours I feel four-day week would result in more efficiency of work and better rapport of staff."

"Because my group provides liaison with field offices, our work hours must conform to the hours of the field offices. A compressed work week might be a solution to this aspect with half of the office on Monday to Thursday and half on Tuesday to Friday."

"Believe four-day week more important than staggered hours in solving transportation problems."

**1.3 More Flexibility within Present System (N=100)**

**1.3.1 More Flexibility in General (N=21)**

"It must be improved where possible with more flexibility to employees where their work is somewhat independent of others in the organization."

"Favour maximum flexibility of working hours consistent with job needs."

**1.3.2 More Flexibility - Reasons (N=13)**

"Find it hard to find babysitters in the morning."

"Feel that more flexibility in working hours would be helpful, i.e., work longer when work-load is heavy, leave early when work-load is light! My philosophy is getting the job done efficiently and quickly. A new approach in working hours may increase to a great degree, the efficiency and quality of work performed."



"Think everyone should be able to start work when they arrive, do their hours and leave when time is up. If late make up the time."

**1.3.3 More Flexibility - Desire for More Choice of Hours (N=37)**

"More choice of time for staggered hours."

"Not consulted re: working hours. Should have been given a choice of hours."

"How about allowing the employees of each ministry the choice of which type of work schedule they prefer and not the schedule which the ministry or branch heads decide on."

"An employee should be given the opportunity to agree or disagree to any change in his work schedule."

**1.3.4 More Flexibility - Prefer to Start and Leave Work Earlier (N=22)**

"I prefer the early starting time. Shorter lunch."

"I feel that employees should be allowed to go on earlier hours - 7:00-3:00 - if their jobs are not involving 'public' contacts."

"I would like to work from 7:30 a.m. to 3:00 p.m. especially in the summer months."

**1.3.5 More Flexibility - Desire for Further Experimenting in Starting and Leaving Times (N=4)**

"Would like to be able to experiment with other starting and quitting hours as opposed to the present ones."

**1.4 Extension of the System (N=15)**

"Put more pressure on the public sector to get into the program."

"I believe that in order for staggered hours to be effective, they must be adopted by the majority of business establishments with some sort of central co-ordinating committee overseeing the program."

**1.5 Suitability for Particular Units, Branches, Ministries (N=29)**

"Program is good in areas not service-oriented."

"Would prefer branch was uniform in hours - all employees begin and leave same time."

"Difficult to maintain with a small staff."

"I feel it works very well for our small unit composed of six people."

**2. Advantage of the System (N=118)**

**2.1 Work Schedule (N=15)**

"8:00 to 4:00 is a lot better than 8:30 to 5:00."

"Enjoy leaving at 4:00 p.m."

**2.2 Personal Convenience (N=75)**

**2.2.1 General Comments (N=24)**

"Personally - more convenient."

"It's trying to make working hours more convenient for the employee; takes away that nine-to-five bit about work."

"Better for individual needs and preferences."

### 2.2.2 More Leisure Time (N=13)

"Great improvement; more leisure time."

"Allows greater scope for personal and social activities."

### 2.2.3 More Time with Family (N=19)

"Great. More time for family life."

"Come to work better rested because now sleep same hours as rest of family.  
Greater harmony with wife and rest of family now that we keep the same hours."

"For working mother with children I think it is fantastic."

### 2.2.4 Easier to Take Courses after Work (N=5)

"Early staggered hours leave afternoon available for self-improvement courses, etc."

### 2.2.5 More Time in the Evening (N=13)

"Getting home earlier makes home life much more enjoyable."

"Permits individuals to cover personal responsibilities e.g. housewife on early shift preparing dinner."

"7:30 is far too early to start and seriously restricts evening activities, i.e., meetings, guests, and other responsibilities and commitments."

### 2.2.6 More Time in the Mornings (N=1)

"I like working in this system because it gives me more time in the mornings."

### 2.3 Flexibility (N=28)

#### 2.3.1 Working Hours Coincide with Amount of Work Required (N=10)

"With diligent work group, hours are ideal. Advantage is work hours can reflect pressure points providing staff are willing recognize such; supervisor can shift work hours to meet effort. After a busy week can allow early leaving on Friday."

#### 2.3.2 Allows People to Work When They Function Best (N=3)

"It is definitely an asset as 'morning' people and 'afternoon' people function more effectively."

#### 2.3.3 Flexibility Allows for Personal Contingencies (N=13)

"I find I no longer have a lateness problem on flexible hours."

"You can make and get better appointments (doctor, dentist, etc.)"

"Only apparent drawback is leaving at 3:45 p.m. when people you may be meeting with work until 4:45 p.m. It has resulted in working longer hours occasionally."

#### 2.3.4 Contingencies Arising at Work Do Not Interfere with Evening Planning (N=2)

"It has made it much easier for myself and my staff to work any required overtime. By coming in early and only working a little late with a short lunch hour, you can put in the extra time and still have most of your evening."

### 3. Miscellaneous (N=14)

The comments are neither positive nor negative and pertain to items such as lack of publicity for the system, general confusion, no change during the demonstration, the gasoline crisis, daylight saving time.

#### 4. Not Applicable (N=16)

These comments indicate either that the individuals have not changed their hours of work or that they were not employed by the government prior to the demonstration.

### III WORK ENVIRONMENT

#### 1.1 General (N=33)

"It is a much more efficient method of maximizing the return from the hours available to the government."

"Better for balanced work-load and service to the public."

"Efficiency of many of the staff increased greatly."

"Overall efficiency has been somewhat reduced."

"Inefficient. Takes longer to get same work done, even with longer operating day, mail service remains same - inadequate."

#### 1.2 Increased Productivity/Efficiency Viewed as a Direct Result of Improved Morale (N=10)

"Easier driving conditions improve my nervous state which can only serve to increase my work efficiency."

"It seems to work very well; happier staff is generally more productive."

#### 1.3 Quiet Time (N=10)

"I particularly enjoy the last hour of the day when I manage to finish my work and tidy up loose ends, with no interruptions."

"Allows me an hour or so work time before phone starts to ring or other interruptions occur."

"Since my staff does not work on the staggered hours schedule I find myself stretching my work hours to meet demands as well as satisfying my desire to start early and have some quiet time."

### 2. Morale/Motivation/Co-operation (N=89)

#### 2.1 General (N=57)

"I even like coming to work."

"Great! Has broken habit of being nervous, anxious clock-watcher in mornings - getting to work on time syndrome."

"I believe it improves morale in that individuals have been given some freedom of choice."

"Staff brighter and generally happier." (Supervisor)

"The staggered hours appears to have lessened the regimental feeling and the staff are more relaxed in their work style. Improve morale." (Supervisor)

"Staff happier as they can fit their hours to their own personal needs." (Supervisor)

"Allowing staff to arrange own schedule, within certain limits has been beneficial and good for morale." (Supervisor)

**2.2 Increased Sense of Responsibility/Motivation (N=22)**

"Encourages a professional attitude toward one's job."

"Employees show a greater sense of responsibility." (Supervisor)

"I have three 'unit leaders' in my area and I feel that they feel a greater responsibility for the whole working unit." (Supervisor)

"Makes the staff feel that management gives them credit for ability to be responsible on their own."

**2.3 Relationship between Supervisor and Staff (N=10)**

"The staff speak with more pride of their employer as being enlightened and contemporary." (Supervisor)

"It tends to prohibit workers from working as a 'team' or as a 'whole'...."

**3. Office Coverage/Contact (N=64)**

**3.1 General (N=56)**

"The entire staff (16-20) was given the opportunity to select their most suitable working period, and since all had varying choices, the office was covered for a longer period of time. All were granted a working time that was their first choice."

"Helps to spread staff over lunch hour and over a longer day - helps on phone answering."

"Staggered hours has worked quite well as a show; as this section serves all other sections of the Branch it is sometimes difficult to get employees to cover the section at the late hours (that is, from 3:45-6:00 p.m.)"

"I feel that a good amount of time is wasted due to the inconvenience of contacting internal personnel who 'won't be in until ten' and/or 'they left at three-thirty'."

"Communication is less efficient."

"The advantages outweigh minor inconveniences, which get less as hours of work for regular contacts become known."

**3.2 Lack of Office Coverage Resulting in Decreased Service to Public (N=5)**

"Regarding day in office I feel that the public is not being served after 4:00 p.m."

"Equal division of early -late would make more constant information sources available in this particular branch."

**3.3 Extended Office Coverage Unnecessary (N=3)**

"Having to have one person stay until 5:30 p.m. each day is a waste of time especially when nothing happens between 4:45-5:30 p.m."

**4. Workload/Length of Day (N=38)**

**4.1 Supervisors Work Longer Hours (N=19)**

"The amount of time spent in supervising staff has increased. Additional time is required in maintaining attendance and punctuality records."

"The general convenience of employees may at times conflict with job requirements. This slack then has to be picked up by supervisors."



"I am in favour of the system, the only problem I have personally is being able to leave on time, largely the result of assistance required by those working a later period of the day."

"It relieves me of petty 8:30 punch clock policeman function."

**4.2 Non-Supervisors Work Longer Hours (N=17)**

"My workday has increased in length."

"Run into slight problems with late meetings if careful only once or twice a week."

**5. Supervisor/Control (N=64)**

**5.1 Abuse (N=37)**

"People coming in early (before supervisors) should start work on time and not wait until supervisors come in at 8:30."

"From the few nights when I have worked until 5:00 p.m. or later, I wonder whether the people on the late shift actually stay until quitting time."

"There is a tendency towards gossip sessions in a.m. and p.m. but production remains the same."

"Freedom of the staff to choose starting time daily has resulted, generally, in a prompt start on arrival." (Supervisor)

**5.2 Timekeeping (N=27)**

**5.2.1 Timekeeping (N=19)**

"Accounting for time under the present system is virtually impossible. The honour system only works where all members of a staff are honourable. Unfortunately, this is never the case." (Supervisor)

"We should return to employees signing daily as it is difficult to keep track of the going and coming of 50 people." (Supervisor)

"I think the program is generally good but I would like to see some minor adjustments made, e.g., provision for justifiable time off and compensation of some sort for time carried forward in excess of ten hours."

**5.2.2 Lateness (N=10)**

"If late on staggered hours, time should be made up at end of staggered hours or following day." (Supervisor)

"Less trouble with lateness." (Supervisor)

"The unit have their own starting and quitting times - therefore since these times are at their convenience there is less problem with lateness, etc." (Supervisor)

**IV TRAVEL (N=214)**

**1. Favourable (N=69)**

**1.1 General (N=27)**

"I would welcome staggered hours program. It has minimized travelling frustration."

"I think it's a big help in overcoming commuting problems in Metro. I would like to see it continued."

**1.2 Long Distance Commuter (N=7)**

"Excellent innovation. It has cut 90 minutes a day off my travelling time to Brampton - 5:00 p.m. rather than 6:30 p.m."

**1.3 Less Time in Transit (N = 6)**

"Travel time is easier and generally faster and more comfortable."

"I save close to an hour per day on transportation time - and so avoid frustration and fatigue."

**1.4 Individuals Dependent Upon Others for Rides (N=3)**

"Staff who come early as a result of rides, can now leave earlier."

**1.5 Congestion Reduced (N=21)**

"It is a relief to be able to ride public transport in comfort and not to have to wait indefinitely to board over-crowded buses in the morning."

"T.T.C. is less crowded in general; more comfortable."

"Less road congestion driving."

**1.6 Elevator Congestion Reduced (N=5)**

"Now it is much faster to get an elevator. When starting time was 8:30 for everyone, I would always find dozens waiting."

"Have found that the greatest improvement is being able to get an elevator in the evening."

**2. Unfavourable (N=145)**

**2.1 Transit Unimproved (N=55)**

**2.1.1 General Comments (N=34)**

"Transportation situation hasn't improved to any significant extent."

"Still congestion on public transportation."

**2.1.2 T.T.C. Has Not Provided for the Staggered Hours Program (N=9)**

"Bus and subway service not good enough to cope with staggered hours."

"The transportation system is not as regular after 9:00 a.m. or 6:00 p.m."

**2.1.3 Most Employees Now Work 8:00 - 4:00 (N=3)**

"It appears that most Ministries are on the same hours as I am (8:00 - 4:00), thus causing congestion in subways, etc."

**2.1.4 Most Employees Have Chosen the Early Shift (N=3)**

"I note the tendency seems to be for all persons (in Government and outside) who are given choice of hours to travel earlier. Traffic patterns seem to be reflecting this already."

**2.1.5 Although Morning Travel May Have Improved Evening Travel Remains the Same (N=6)**

"Night time traffic has not improved."

"Crowded at night."

**2.2 Transit System is Worse Because of Staggered Hours System (N=23)**

**2.2.1 General (N=5)**

"Each day it seems to get worse. Stand all the way often."

**2.2.2 Afternoon Travel is Worse (N=8)**

"Subway trains more crowded and slower after work."

"The morning starting time congestion is less, but the evening is more. It seems that half of Toronto gets out at 4:00 p.m."

**2.2.3 Rush Hour Has Been Spread Over a Wider Area (N.D.)**

"Has created congestion at all travelling hours. At least before you could leave early or late and avoid the congestion. Now it doesn't matter what time you leave."

**2.2.4 Transit Worse in Early Hours (N=3)**

"With staggered hours, more people are leaving earlier than later causing an early jam on the subway. I sometimes have to wait for three trains to get on."

**2.2.5 Transit Worse Because of Factors Other Than Staggered Hours Demonstration (N=3)**

"Individuals blame the subway extension to Finch, price of gasoline and increased population for increased transit problems."

**2.2.6 Bus Service Sharply Curtailed After 5:00 p.m. (N=1)**

**2.3 Change/Improve/Extend Transit System (N=27)**

**2.3.1 General (N=12)**

"Staggered Hours Program will only work if T.T.C. and other public transit improves and expands."

**2.3.2 Recommended Changes in Subway, Buses, GO-Train (N=9)**

"The buses I travel on are just as crowded whether I start or leave work earlier or not (especially mornings) so its actual journey is still a drag. Why doesn't the T.T.C. lay on extra buses so my journey to and from work will get me to work and home quicker?"

"Better GO-Train schedule would cut my travelling time. Only train in the morning which gets me to work on time is 6:30 a.m. The next train at 7:10 gets me in at 8:10. At night going home I miss the 4:13 train by 5 minutes meaning that I have to wait until the 4:43."

**2.3.3 Extend Transit System to Accommodate Staggered Hours (N=6)**

"Excellent idea in theory but need for extended rush hour periods (e.g. 'No Parking', etc.) not to inhibit vehicular flow and incite traffic jams."

**2.4 More Flexibility in Work Schedule Needed to Improve Transit System (N=40)**

"I still find the buses and subway very crowded. Flexible work hours would be preferred."

"Should be allowed to experiment for short periods with different starting times to find that most suitable for my particular travel route."







